

# LAW ENFORCEMENT NEWS

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LAW ENFORCEMENT NEWS

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## CONFEREES CITE COPS' HIGHER ED NEEDS, SEE PROGRESS MADE IN NEW PROGRAMS

By RICHARD MUGNO

The American Academy for Professional Law Enforcement sponsored a national symposium on Higher Education for Police in Kansas City, Missouri, last month. AAPLE President Leo Loughrey said, "There are many questions that must be answered concerning police and higher education, and it is our hope that the discussions at this conference will be taken back to college campuses and agencies to be applied in practice, and that new horizons will be developed through the joint efforts of academicians and practitioners."

The conference was attended by representatives from throughout the United States who heard criminal justice academicians and practitioners discuss the topic "Higher Education for Police." Conference host Chief Joseph McNamara of Kansas City, speaking on the history of higher education in policing, traced the development of basic police training as well as the growth of present college programs and advanced doctoral training. "There has

been much progress over the past ten years," he said, but cited a study showing that "uniformly low educational require-

ment cannot be condensed into any one degree program. Training and career qualification is a lifelong experience." Myren



Dean Richard Myren addresses the conference on the need for both liberal arts and professional education.

ments in police work were characteristic of American policing."

Dean Richard Myren of the School of Criminal Justice at Albany, said that "everything useful a police officer should

maintained that the ideal involves a mixture of both liberal arts and professional courses, which will provide a well-rounded

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## CJ EXPERTS GATHER AT ANNUAL ASC MEETING

More than 500 criminologists convened this month in Toronto, Canada, for the annual meeting of the American Society of Criminology. The conference focused on a wide variety of issues including political crime and terrorism, the abolition of juvenile institutions, crime prevention through environmental design, police corruption, child abuse, white collar crime and female criminality.

Prominent among the participants who represented 14 countries, 34 states, and 6 Canadian provinces were Professor Sam Dash, former Counsel to the Watergate Commission; the Honorable John Conyers, Jr. (D) Representative from Michigan; his Honor Judge Eric Stockdale, Circuit Judge, London, England; Syndicated Columnist Jack Anderson; Professor J. E. Hall Williams, Secretary General of the International Society of Criminology; Professor Arvar Nelson, University of Uppsala, Sweden; Professor Jacob Sundberg, University of Stockholm; Professor Shlomo Soham, University of Tel Aviv; the Honorable Gerald M. Caplan, Director, National Institute of Law Enforcement and Criminal Justice; and Professor Sergio Ciano, member of the Council of Europe, Strasbourg, France.

### Terrorist or Freedom Fighter

A panel of scholars and criminal justice practitioners discussed the problem of

political crime and terrorism. Society President and Director of the Institute for Advanced Studies in Justice Nicholas N. Kittrie, who chaired the panel, stated that "careful study and prompt response are required to prevent an era of political violence of the type that preceded the coming of fascism and Nazism."

Dr. Kittrie stressed the need to study the connection between terrorist tactics and mass media coverage. "To terrorists," Kittrie said, "media coverage is the major reward. They seek to conduct their deeds at times and places guaranteeing the most exposure. The mass media frequently become a tool in the terrorist strategy!" Dr. Kittrie suggested that sentencing terrorist deeds to relative mass media silence might be a most effective preventive measure.

Dr. Kittrie also called attention to the major conflict between the nations of the world concerning the true definition of terrorism. "The terrorists of some are the freedom fighters of others." Dr. Kittrie stressed the point that "unless some universal consensus can be reached on condemning some tactics of terrorism, especially those affecting innocent victims, effective control remains impossible." The value of an international meeting, such as the present one, he noted, is that it advances

Continued on Page Five

## CJI Combines Training With Innovation



Michigan's Criminal Justice Institute offers a wide-range of training and services, augmenting this with the use of color video tape generated from its own modern studio.

See story on page 9.

# SELF-DEFENSE STUN GUN MAKES MARK AS CRIME TOOL

The electronic stun gun, called the Tasar Public Defender, may be on its way to becoming a dangerous public nuisance. So far, the device has been used in two robberies, and police departments in New York and Florida have issued warnings against its use.

The weapon looks like a harmless gray flashlight, but instead of illuminating, it immobilizes. When activated, it fires two small darts that can penetrate 1 1/4 inches of clothing or an equivalent thickness of human flesh. Once the darts are embedded in the target, the user presses a button on his Tasar. This produces a 50,000 volt charge that is carried to the victim by two 15-foot wires which are connected to the darts.

The first illegal use of the weapon occurred in Miami last month. William Lawson, 27, was working at his job as a gas station attendant, when a young woman walked in and asked to use the phone. After Lawson showed her where it was, she turned toward him, and zapped him with the stun gun.

Lawson described the weapon's effect as more than just a stun. "It was the worst pain I ever felt," he said. "My whole right side was jumping. I couldn't control my muscles."

He told police that the woman was joined by a man after he received the intensive shock. The man leaned over and pulled the wires from the darts in Lawson's abdomen, then helped the woman clean out the cash register.

The couple was later identified as Elizabeth Ann Bruce and Thomas Pannier, both 24. They were arrested at their apartment after Lawson recognized Bruce from a police mug file. The arresting officers also found seven stun guns in the apartment. These were traced to a Miami Beach distributor who had been burglarized the previous month for nine of the weapons.

When Lawson was asked how it felt to be the first known victim of an electronic dart gun, he replied that he was still shaken and sore from the experience. "I'd rather it had been somebody else," he said.

One month later, it was somebody else. Marilyn Knolls, 35, was putting bundles on the back seat of her car which was parked

in a Manhasset, New York shopping center. She turned to see a young man holding "something peculiar in his hand." Before she could surmise what it was, the man shouted "stick-up" and fired the darts of his Tasar.

Knolls recalls that she was "frightened by a sizzling sound. I didn't realize at first what was happening." She found out soon enough, however, when the electronically armed robber demanded her \$6,000 anniversary ring.

It was only after the man had fled with the ring and his stun gun that Knolls felt a throbbing pain in her leg. She fled the parking lot, trailing the long Tasar wires behind her. A doctor who happened to be in the shopping center assisted Knolls and took her to a nearby hospital.

Knolls said that she did not receive an electrical shock from the Tasar weapon. However, the barbed dart that was lodged



The Tasar Electronic Public Defender. With a price tag of \$199.95, it's no Saturday Night Special, but at least two criminals have found it handy as a tool of the trade.

in her thigh had to be surgically removed. The second dart was recovered from her coat.

Nassau County Police contend that because only one dart had penetrated her skin, the electric circuit was not completed through Knolls' body. But a spokesman for Jack Cover, inventor of the stun gun and president of Tasar, has a different theory.

"There's no way the police could know if she was shocked or not," said the Tasar representative. "Both darts don't have to

be touching the skin to produce a charge."

Cover's spokesman further implied that even Knolls might be mistaken. "It depends upon the emotional make-up of a person," he said. "A lot of people can't determine afterwards if they were shocked or not."

As far as Knolls is concerned, the experience was traumatic—shock or no shock. She later said that she had read about the stun gun, but she "didn't think I'd be one of the first to be hit."

After the incident, Nassau County law enforcement officials issued a statement to citizens who might buy a Tasar for self-defense. "Anyone toying with the idea of getting their hands on one of those fancy new electric stun guns would well be advised to forget it," the statement warned. "They just might wind up in jail."

Nassau County's Police Commissioner, Louis Frank, and District Attorney Denis

Donohue are hearing for as long as 15 minutes. This could be deadly for a person with a weak heart or other lingering malady. If the darts strike a vital organ directly, irreversible damage may result.

In spite of the medical danger, no specific legal action to control Tasar has been initiated in Florida, where the first attack occurred. Assistant Attorney General Marcy said from his Tallahassee office that controlling Tasar is an open question. "We have not resolved in our minds if it is a firearm or a deadly weapon. It may be both or neither."

A Tasar Systems spokesman in California claims that even in New York the stun gun is not legally controlled. "The Police Commissioner is a law enforcement officer, not a judge," the Tasar man said. "He can't interpret the law."

Tasar is having its attorneys examine the New York situation in case a legal battle develops. Meanwhile, the Eastern distributor of the gun, Intense Defense, Inc., refuses to issue a statement on the controversy. A representative for that company said: "I refuse to comment until I have talked to our attorney."

Tasar is still willing to talk, though. Its representative said that the stun gun is somewhat useless to criminals because the weapon's trigger must be held down to send the jolting shocks to a victim. However, an observer noted that this argument would not deter illegal use of the gun. The few extra seconds that the trigger action requires would be meaningless in most criminal schemes.

So far, there have been no reports of the stun gun being used as a personal self-defense device. When asked about this, the Tasar representative replied that citizens have used the gun for its designed purpose. "They don't report it because they don't want to become involved in a police investigation," he said. "Besides, the media play up only the criminal use of this product."

Apparently, the alleged media distortion has not hurt the sales figures of Tasar Systems. The stun gun man proudly pointed out: "We have more demand than we can keep up with."

—MICHAEL BALTON

## BOBBS-MERRILL SETS BOARD TO DEVELOP CJ BOOKS

The Bobbs-Merrill Publishing Company has appointed a board of editors to develop college-level educational materials in the criminal justice field.

The board's purpose will be to make

college materials "student oriented," according to Thomas Wirtenberg, the Director of the College Dept. He explained: "Too many existing materials of instruction in criminal justice seem to be written for the author's peers, not his students."

Two books have already been selected by the board. The first is *Readings in Criminal Justice* edited by Richter Moore, Thomas Marks and Robert Barrow. Another will soon be released entitled *Police Personnel Selection Process* by Leonard Territo, Charles Swanson and Neil Chamelin.

The members of the editorial board are: Larry Bassi, Coordinator and Associate Professor of Criminal Justice at Niagara County Community College; Kenneth Braunstein, chairman of the Department of Criminal Justice at the University of Nevada; Lynne McLeod, assistant coordinator of criminal justice programs at Georgia State University; and Timothy Moran, director of law enforcement programs at Northeastern University.

## DOC SEES CANCER LINK TO ANTI-RIOT TEAR GAS

There may be a link between skin cancer and repeated exposure to tear gas. A Washington police and fire department doctor is conducting a preliminary study that indicates skin cancer may be triggered by multiple exposure to the gas.

Dr. Robert Dyer said in a research paper that an alarming number of city policemen who were repeatedly exposed to tear gas during the riots and antiwar demonstrations from 1968-1971 have developed skin cancer.

Dyer, who is the director of the D.C. Police and Firemen's Clinic, said that over the past five years he has treated 12 officers who had developed malignant melanoma, black cancer, of the skin. All of the ailing policemen were present at one or more of the demonstrations where tear gas was used, Dyer said.

The disease results in black moles on the palms of the hands, genital organs, and soles of the feet. "It is a very serious type of cancer," Dyer said. "So far the treat-

ment mainly has been surgical."

The doctor is writing to other agencies and groups to find out if other persons exposed to tear gas have developed cancer.

## Ford Signs \$809M

### LEAA Allocation

Under the provisions of a Fiscal 1976 appropriations bill signed by President Ford last month, the Law Enforcement Assistance Administration will receive approximately \$809.6 million for its operations during the next year.

The LEAA appropriation represents a cut of nearly \$78 million from last year's budget — the first time the agency has suffered a budget reduction.

More than half of the total allocation — \$405.4 million will be distributed as block grant funds to state planning agencies.

### LAW ENFORCEMENT NEWS

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## CHARLESTON PD ADOPTS INTEGRITY GUIDELINES

Charleston County, South Carolina Police Chief John H. Ball recently established written policies, relating to professional standards, which he said are "another step in our program of professionalism in the County Police Department."

Issued in a general order, the policies focus on a variety of topics, including gratuities, gifts and unethical behavior.

Ball, who was appointed to the \$25,000 a year post last July, has been conducting an on-going analysis of criminal justice problems in the community and, he says, the written policies clearly spell out the police officer's responsibility when offered anything from a cup of coffee to a gift. "No gratuity can be accepted, or tolerated in police service," says Ball, and this includes the sharing of a cup of coffee with a citizen who offers it while a crime report is being taken.

In assuming command of the 80-man police force, Ball told an audience, "I will do everything possible to deliver the kind of law enforcement service to which the citizens are entitled." And to the department he said, "Citizens expect full measure of enforcement, and with good quality ar-

rests you will be backed by me 110 percent."

Ball, who was formerly Chief of Police in Jamestown, New York, combines both professional expertise and street experience



Charleston County Chief John H. Ball

with an educational background which includes an M.P.A. from the State University of New York at Albany. He began his career as a deputy sheriff in Buffalo, New York.

## NEWS BRIEFS

### LEAA Deputy Charles Work Announces Resignation

Charles R. Work, Deputy Administrator of the Law Enforcement Assistance Administration, has tendered his resignation from that post, effective November 21.

Work is thought to have been under fire because of a General Accounting Office report alleging that LEAA had illegally hired some employees and may have violated other government regulations. A spokesman for LEAA denied that Work's resignation was in any way connected with the recent release of the GAO report.

### Kelley Sees Terrorist Increase During Bicentennial Year

Next year's bicentennial celebration will be marked by an increase of terrorist activity in the United States, according to FBI Director Clarence Kelley.

"You should be aware that terrorists have vowed to 'bring fireworks' to our nation's Bicentennial celebration next year," Kelley said.

He cited last January's bombing of Fraunces Tavern, a colonial landmark in New York City where four people died and 53 were injured as a possible "prelude to more devastation as July 4, 1976 approaches."

### U.S. Supreme Court To Rule In Auto Towaway/Search Case

The Supreme Court has agreed to review a decision from the South Dakota Supreme Court which held that police may not search a car which has been towed for a parking violation because such practices would "lead to the encouragement of fishing expeditions and a whittling away of Fourth Amendment protection" of privacy.

The case involves a South Dakota man whose car was towed away after being ticketed twice for overtime parking. Police

opened the locked auto and the locked glove compartment and found a small quantity of marijuana. The owner was arrested and subsequently convicted of illegal possession of the drug.

### Oklahoma City Cops Return To Job After Wage Dispute Accord

Oklahoma City police officers returned to work last month after a three-day walk-out in which virtually all of the 597 members of the force dramatically turned in their shields in protest over a wage dispute. Prohibited by state law from striking, they chose this tactic to press their demands.

The officers had sought a 10 per cent pay increase, but the city stood by its seven and a half per cent offer until the strike. The final settlement resulted in a nine per cent salary raise.

During the strike, the city, which is larger in area than Los Angeles, was patrolled by the Oklahoma Highway Patrol, by park rangers and by members of the County Sheriff's Department.

City Manager Howard McMahan, on whose desk more than 500 officers threw their badges, indicated that there would be a reduction in fringe benefits in connection with the agreement.

James Parsons, president of the department's Fraternal Order of Police, said that he considered the wage settlement a good one.

### Female Performance Acceptable In Calif. Highway Patrol Study

A study of women Highway Patrol officers in California has found that graduates of the training school performed at "generally acceptable" levels during the first six weeks on patrol.

The women were hired as the result of a court suit, and are part of a year long study to determine whether or not women should be hired permanently for the Highway Patrol.

## Finding Rape Victim Aid Poor, LEAA Report Calls For Major Reforms

Rape victims are inadequately helped by police, prosecutors and hospitals, according to a nationwide survey by the Law Enforcement Assistance Administration.

The 15-month study released this month revealed that the handling of rape cases and rape victims is generally poorly coordinated, although some reforms were reported.

Victims are often turned away from private hospitals, or forced to pay up to \$75 for treatment, according to the study. When they do go to public institutions, it was noted, the victims often have to wait several hours before they are examined, because of reluctance to become involved in possible testimony.

Regarding the police, the report notes that investigators are often ill-equipped to identify an assailant because of technological limitations, stating that: "In many cases it is the investigator's memory that is relied upon rather than systematic compilation of data."

According to the survey, prosecutor's offices also compound the problem of the rape victim. The least experienced attorneys are the first persons on the prosecutor's staff to talk with her, and she is shuffled from one attorney to another in the course of her case, according to the study.

The report also charges that prosecutors do not raise objections to "vicious defense questioning of the victim's prior sexual experience. They fear that doing so will cause the jury to believe the victim has something to hide."

The study calls for tight coordination of the agencies involved after a rape. Police departments are asked to know the workings of local hospital emergency rooms in regard to the effects of treatment on the victim, and on the collection, analysis, and preparation of evidence.

Because evidence is obtained from the medical examination of the victim, the report urges that hospitals consider obtaining public funds for this service.

The survey found that some reforms have been initiated. A few local medical societies have adopted standards and guidelines for the treatment of rape victims. These include treatment that would carry through from initial contact with the hos-

pital to follow-up counselling.

Thirteen police departments now have sex offense units, according to the report. These provide a consolidated base of information and expertise. Many of the units recruited women and all recruited investigators on the basis of their sensitivity and attitudes. Often, the sex crime squads are on 24-hour duty.

Besides surveying 41 hospitals, 51 police departments and 41 prosecutors' offices, the study examined 60 citizen-directed projects relating to rape. It recommended four areas for citizen action: victim services, public education, catalyzing change within the criminal justice system, and law reform.

The survey project was directed by Margaret J. Gates, Director of the Center for Women Policy Studies, in cooperation with Legal Resources, Incorporated, and Blackstone Associates. It was funded at the cost of \$238,437 through the Courts Division of LEAA's Office of National Priority Programs.

## Civil Servants Say Ontario Jail System In Critical Condition

The Ontario, Canada, Civil Service Association has adopted a strongly worded resolution which accuses the provincial Government of creating a critical situation in its correctional system of the Province.

Director of the Association, Vic Cooper said that there is danger of a major riot because of over crowding, understaffing, poor security precautions, and lack of equipment. The resolution cites "a general downgrading of discipline throughout the system."

Cooper said that Ontario's correctional system "is ready to burst at the seams." He said the problem is most severe in the county jails, where the length of stay for prisoners was recently increased from 30 to 90 days.

The Association, according to Cooper, will recommend the reopening of the Borwash Correctional Facility, which was closed, and a return to the 30 day limit at the county jails.

## Lawyers Argue Case Via Television, Making U.S. Trial Court History

Television courtroom dramas are nothing new, but a civil trial conducted over the distance of 225 miles is. Lawyers in New York City argued a case via television before three Federal Court of Claims judges in Washington, D.C. last month.

This first in American trial court history was accomplished through the use of Bell Telephone's Picturephone Service. The system transmits a television picture along with the voices.

Before an audience of press and court representatives, Assistant Attorney General Rex E. Lee and Bruce Mayot, counsel for the Merritt-Chapman & Scott Co., opposed and defended a claim for \$270,000 in damages. Both lawyers later said that they felt no more nervous because of the television cameras than they would have felt in a regular courtroom.

Presiding in Washington, Judge Byron Skelton said that the lawyers in New York "came over well and I'm satisfied with the way we received it."

Judge Robert Kunzig, one of the other judges, said that he found himself "totally forgetting the situation—it hardly seemed possible we were hundreds of miles apart."

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# RESOLUTIONS ADOPTED BY AMERICAN SOCIETY OF CRIMINOLOGY

## SUPPORTING GUN CONTROL LEGISLATION

WHEREAS, The United States has one of the highest homicide rates in the world; and

WHEREAS, fully two-thirds of all criminal homicides reported in the Uniform Crime Reports are accomplished by firearms; and

WHEREAS, the high incidence of homicide in the United States is due in part to the ready availability of firearms; and

WHEREAS, there is evidence that rates of homicide are highest in those parts of the nation in which gun ownership is most prevalent; and

WHEREAS, gun laws which are strictly enforced are reflected in low homicide rates in countries such as the United Kingdom and Japan; therefore,

BE IT RESOLVED, that the American Society of Criminology endorses the enactment of legislation restricting the ownership of handguns and calls for the strict enforcement of such laws.

## NATIONAL LEGISLATION AND ADMINISTRATION TO PREVENT TERRORISM

WHEREAS the increasing acts of violence and cruelty committed by individuals or as groups against innocent people have and are likely to have serious impact on the quality of life and on orderly international existence;

WHEREAS progress has already been made in several fields to prevent, combat, and punish such acts, but legal and practical gaps continue to exist;

WHEREAS states are under an obligation to respect, protect and safe-

guard the human rights and fundamental freedoms of all persons within their jurisdiction;

BE IT RESOLVED that the American Society of Criminology:

a.) Urges governments to take the necessary steps in consultation with each other in order to introduce in national legislation and administration as far as possible effective measures to prevent and punish acts of trans-national violence;

b.) Requests other national organizations to continue their efforts in the search for appropriate legislative guidance to their countries;

c.) Urges governments to fully respect and implement human rights, including the rights to freedom of speech and assembly, freedom of religion, and the rights of people to cultural and political self-determination and development;

d.) Urges international organizations and specialized agencies, each in its field, to elaborate measures so as to prevent the use of technological progress for terrorist purposes.

## PREVENTION AND PUNISHMENT OF TERRORISM

WHEREAS, despite universal repugnance and condemnation, acts of terrorism continue to be a frequent and widespread occurrence and endanger the international community and the quality of life universally; and

WHEREAS acts of terrorism are violations of international and national law and tranquility;

BE IT RESOLVED that:

a.) All States resist acts of terrorism and treat such acts as crimes;

b.) All States refrain from granting any form of assistance to the perpetrators and the accomplices of acts of terrorism;

c.) All States undertake the prosecution and punishment or extradition, in accordance with the principle "aut punire aut dedere," of all the perpetrators of acts of terrorism;

d.) All States cooperate with one another and with appropriate international organizations for the suppression of the crime of terrorism and the punishment of its perpetrators.

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## YALE CJ SEMINARS AIDED BY FIVE-YEAR GRANT

A five-year grant from the Daniel and Florence Guggenheim Foundation in 1972 has enabled the Yale Law School to embark on an ambitious program aimed at bringing together professionals from the criminal justice system, along with law students and scholars from other disciplines, in an effort to identify and propose solutions for system-wide problems. The uniqueness of the program is that it provides an opportunity for prosecutors, police administrators, judges, parole officers, and others to discuss problems that are rarely attacked together by different units of the creaking criminal justice system, though their effects are felt from arrest through disposition and release.

During the 1974-75 academic year, four workshops were launched. They focused on the relationship of parole board procedures and court sentencing in the Federal system, the operation of overloaded criminal trial courts in Connecticut, delays in the pretrial screening of serious felony cases in New York City, and deficiencies in the process of planning new local jails in various parts of the country. Led by the Guggenheim Program's Professor Daniel Freed, and Guggenheim Research Fellow Malcolm Feeley, the workshops brought together dozens of working professionals at all levels of the criminal justice system, law school students, social scientists and other members

of the Law School faculty. The workshops were greeted enthusiastically by all participants, and resulted in some tangible contributions to knowledge about criminal justice reform. A field study undertaken by students in connection with the parole and sentencing workshop resulted in a major article, "Parole Process" (Yale Law Journal, March, 1975). The Connecticut project is expected eventually to yield a sentencing manual for use in all Connecticut criminal courts. The pretrial workshop, developed in close cooperation with the Vera Institute of Justice in New York, contributed importantly to a major pretrial program to be funded in New York City by the Law Enforcement Assistance Administration.

In addition to the workshops, the Guggenheim Program has also made possible an expansion of the Law School curriculum. Messrs. Freed and Feeley offered a new seminar entitled "Lawyers as Change Agents" during the past year, which enabled students to study and evaluate past efforts at proposing organic reform of the system. Mr. Feeley also offered a course for Yale undergraduates on the administration of criminal justice and Professors Barbara Underwood and Stanton Wheeler added a new prediction seminar, which focused on the difficult process of predicting parole success.

—Yale Law Report



# CRIMINOLOGISTS DEBATE WHITE COLLAR CRIME, TERROR

Continued from Page One  
ces the search for international consensus.

Eight scientific papers were presented at the panel on issues ranging from the connection between political, social and environmental factors and political violence, to an exploration of the IRA's justification for the use of terrorism, and effective measures for combating terrorism. Professor Azimi of Indiana University of Pennsylvania presented a comparative analysis of Iran and the United States in terms of the offense and punishment of crimes against internal security.

## White Collar Crime

The Honorable Warren Allmand, Solicitor General of Canada, and the Honorable Harold Tyler, Deputy Attorney General of the United States discussed Justice in Canada and the United States. During the session which was chaired by Dr. Denis Szabo of the International Center for Comparative Criminology at the University of Montreal, Mr. Tyler noted that white collar crime is a matter of increasing concern to persons involved in law enforcement and criminal justice in the United States. He stated that "events over the past several years including the disclosure of pervasive political corruption on all levels of government, and widespread economic manipulations by certain business entities have highlighted the white collar crime problem." He further noted that although criminologists have appreciated the fact that poverty is not the root of all crime, it has taken law enforcement much longer to realize this fact.

The treatment of white collar criminals was used as an example of inequity in the criminal justice system's handling of offenders. Mr. Tyler said that the "impos-

ition of severe punishment on white collar crime cases would serve to assure the public that in fact justice is being administered with an even hand. It is hard to justify incarcerating the ghetto youth for theft of a car while at the same time putting the corrupt government official on probation."

## Women and Crime

Dr. Freda Adler, an Associate Professor at Rutgers University School of Criminal Justice and author of the book, *Sisters in Crime* chaired a panel on women criminals. According to Dr. Adler, at the same time that some women are demanding equal opportunities in traditionally male-dominated legitimate endeavors, other women are rejecting the role of "second class" criminal and turning to the more lucrative crimes of burglary, armed robbery, auto theft, and embezzlement. Aggressive political activism, riots in female prisons, growing dissatisfaction with the lower echelon of organized crime, attempted assassination, and the formation of female gangs demonstrate that the boundaries which once separated masculine and feminine crimes are rapidly fading, she said.

The following questions were raised by the panel: Is there a connection between these new criminal activities and the changing role of the female in society? As women increasingly become involved in the criminal justice system by virtue of their increasing criminality, will the male-dominated criminal justice system become less protective and more punitive of the female offender?

## Columnist Honored

Syndicated Columnist Jack Anderson was among six Americans honored by the



Toronto's City Hall overlooks the scene where the annual meeting of the American Society of Criminology was held.

Society. Mr. Anderson received his award for contributions to the field of American criminal justice through his efforts to bring mass media attention to the neglected areas of white collar crime and pol-

itical corruption. Other recipients of Presidential Citations presented by Society President Nicholas N. Kittrie, were Howard Gill for his outstanding contributions to American correctional administration and education; former Counsel to the Watergate Commission, Professor Sam Dash for his contributions to American criminal justice as prosecutor, educator, legislative counsel, and leader of the profession; Representative John Conyers, Jr. (D) Michigan for outstanding contributions to American criminal justice as community leader, judge and innovator in the United States Congress; Milton Helprin, M.D. for his outstanding work in applied criminology and criminalistics, and Professor Gerhard O.W. Mueller for his efforts to build the bridge between American and International criminology.

Presidential citations were also presented to twelve Canadians and seven scholars from other nations for their contributions to the fields of criminology, criminal law, and corrections.

The program chairman for the 1975 annual meeting was Dr. Arnold S. Trebach of the American University Center for the Administration of Justice.

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# GRANTS AND GRANTSMANSHIP

## PREPARING THE GRANT PROPOSAL

By R. E. GAENSSLEN and ALANNA SULLIVAN

In the last article, we discussed the location and development of funding sources, both public and private. Now we will turn our attention to the business of actually preparing a funding proposal and examine the elements that are common to most of them. The principal components of sound proposals are as follows: Introduction/Background/Problem Statement; Purpose/Objectives; Procedures/Methods; Evaluation Component; Budget/Budget Narrative; Appendices, including vitae of the key project personnel and sometimes other supporting materials. However, prior to proposal preparation, an idea or concept must be carefully developed. This is of extreme importance since it will influence and flavor all other elements of the proposal.

### Idea/Concept Development

To be seriously considered by a funding agency, a proposal must be based on: (1) a completely novel idea; (2) a completely new approach to the solution of a problem; (3) an innovative approach to an idea in which the funder has indicated interest, or (4) some combination of all of these.

In formulating a "fundable idea," you should become familiarized with the background of the problem to be tackled, have a clear grasp of what has already been attempted or implemented, why it has succeeded or failed, and be ready to incorporate these details into your proposal. Be sure to identify in your own mind the individuals or group which will benefit from the project. If the proposal is going to address a problem that has existed for some time, why is your idea likely to succeed where others have failed?

Talk to your colleagues, get their ideas on the subject. Be critical in formulating the idea, because you can be sure that the funding agency will be critical when evaluating it. Formulating a sound and thorough concept is the key to obtaining funding.

### Introduction/Background/Problem Statement

In the written proposal, these three topics will be the first covered. The background information of the problem or situation should be stated concisely, and should indicate that you are familiar with other projects and studies. This section should then end with a statement of the problem or situation to which the proposal is directed, which should flow logically from the background material presented.

### Purpose/Objectives

It is important that you should be able to measure or evaluate the success with which you will be meeting program objectives. Thus, when you consider the problem of dividing the project into objectives, state these in such a way that you will be able to measure your success as the project progresses. If you think that you will not be able to assess quantitatively whether an objective has been met within a given length of time, you have probably not stated the objective properly. It may be too general, or

to be developed must be specified. In some cases, such as development of a validated questionnaire as a testing instrument, one can only state the parameters that are to be measured, so give enough information to convince the funder that you and your staff can develop the questionnaire without difficulty.

Another point which must be covered in this section is the timetable for the project. Depending upon the project's complexity, this may be covered in a single sen-

### Insert II: Proposal Checklist

- (1) Have all appropriate participants and members of the target group been involved in the planning?
- (2) Have appropriate institutional commitments been obtained?
- (3) Have you consulted with and, where possible, included participation of other people or agencies who could help in achieving objectives?
- (4) Have directions and guidelines been followed explicitly and thoroughly?
- (5) Is the proposal well-organized, clearly and concisely written?
- (6) Are the objectives clearly stated?
- (7) Are the innovative features of the proposal identified?
- (8) Has a clear plan for evaluation been developed?
- (9) Has your organization been fully and appropriately described?
- (10) Are the budget and budget narrative complete and have they been cleared with the fiscal agent?
- (11) Is the proposal neat and well-organized?
- (12) Are the Appendices in order?

tence, a few remarks, or an elaborate Table or Chart, indicating staffing patterns, man-months effort for each task, etc. The form used is not as important as the substance. The agency must be convinced that you have allowed appropriate amounts of time and staff in order to complete each task or objective as stated.

### Evaluation

Many governmental agencies insist on an evaluation scheme in every proposal. But regardless of whether your potential funder specifically requires this component or not, you should give it serious consideration. If your objectives are truly measurable, devise methods of measuring how well they are being achieved. In long projects, or in projects where certain tasks must be finished before others can begin, it is imperative that the project staff periodically evaluate the project's progress. Such reviews will help you to determine what modifications should be made in one step to facilitate the functioning of the next step. They will also serve as important parts of your periodic reports to the funding agency.

There are some simple types of grant support projects which will not be amenable to elaborate evaluations. If this is the case with your project, cover this point in your proposal. Doing so should strengthen the proposal by showing the agency that you have considered this problem.

### Budget/Budget Narrative

It is impossible to discuss specific aspects of budgeting, except in the context of the particular applicant or applicant organization. We will, therefore, make several general points about budgeting. The major components of any budget are indicated in Insert I, most of which are self-explanatory. Check the budget of the project with one of your organization's fiscal people. In this way, subsequent problems with payrolls, employee fringe benefits, and ad-

Mr. Thomas Jefferson  
Continental Congress  
Independence Hall  
Philadelphia, Pa.

July 20, 1776

Dear Mr. Jefferson:

We have read your "Declaration of Independence" with great interest. Certainly, it represents a considerable undertaking, and many of your statements do merit serious consideration. Unfortunately, the Declaration as a whole fails to meet recently adopted specifications for proposals to the Crown, so we must return the document to you for further refinement. The questions which follow might assist you in your process of revision.

(1) In your opening paragraph you use the phrase "the Laws of Nature and Nature's God." What are these laws? In what way are they the criteria on which you base your central arguments? Please document with citations from the recent literature.

(2) In the same paragraph you refer to the "opinions of mankind." Whose polling data are you using? Without specific evidence, it seems to us, the "opinions of mankind" are a matter of opinion.

(3) You hold certain truths to be "self-evident." Could you please elaborate. If they are as evident as you claim, then it should not be difficult for you to locate the appropriate supporting statistics.

(4) "Life, liberty, and the pursuit of happiness" seem to be the goals of your proposal. These are not measurable goals. If you were to say that "among these is the ability to sustain an average life expectancy in six of the 13 colonies of at least 55 years, and to enable all newspapers in the colonies to print news without outside interference, and to raise the average income of the colonists by 10 per cent in the next 10 years," these would be measurable goals. Please clarify.

(5) You state that "whenever any Form of Government becomes destructive of these ends, it is the Right of the People to alter or to abolish it, and to institute a new Government. . . ." Have you weighed this assertion against all the alternatives? Or is it predicated on the baser instincts?

(6) Your description of the existing situation is quite extensive. Such a long list of grievances should precede the statement of goals, not follow it.

(7) Your strategy for achieving your goal is not developed at all. You state that the colonies "ought to be Free and Independent States," and that they are "Absolved from All Allegiance to the British Crown." Who or what must change to achieve this objective? In what way must they change? What resistance must they overcome to achieve the change? What specific steps will you take to overcome the resistance? How long will it take? We have found that a little foresight in these areas helps to prevent careless errors later on.

(8) Who among the list of signatories will be responsible for implementing your strategy? Who conceived it? Who provided the theoretical research? Who will constitute the advisory committee? Please submit an organizational chart.

(9) You must include an evaluation design. We have been requiring this since Queen Anne's War.

(10) What impact will your program have? Your failure to include any assessment of this inspires little confidence in the long-range prospects of your undertaking.

(11) Please submit a PERT diagram, an activity chart, and an itemized budget.

We hope that these comments prove useful in revising your "Declaration of Independence."

Best Wishes,

Lord North

By Edward Schwartz. Reprinted from Social Policy, July/August 1974.

### Insert I: Budget Components

Salaries and Wages	Consultant Costs
Employee Fringe Benefits	Equipment
Computer Costs	Supplies
Communications, Mailing, etc.	Travel
Publications and Reports	Duplicating
Indirect Costs (or overhead)	

not well enough defined or focused, and should be reformulated. Most funders insist that projects be evaluated as they progress and an evaluation can be carried out only if you have a clear-cut set of project objectives against which success or failure can be measured.

### Procedures/Methods

The details of methods to be used in achieving the objectives should be stated. Generally, references for already well-established methods or procedures are cited. But highly unorthodox methods or methods which will have

ministration of the grant or contract can be avoided. Generally, you give the potential funding agency the name of your comptroller or chief fiscal officer. Also, if you are a tax-exempt organization, it may be necessary to have some proof of that fact.

When preparing the budget, keep in mind that your proposal may be as equally damaged by under-budgeting. Continued on Page Fifteen



## Counselor At Large

By MICHAEL BLINICK, Esq.

# FAULT-FINDING VS. REFORM

In trying to foster innovations in the criminal justice system and its constituent agencies, we may have a tendency to waste our time and strength worrying about "who is to blame" for any particular undesirable management or administrative situation. But in many, if not most, cases no one person, group or agency is at fault entirely. And even if a specific culprit can justifiably be identified, announcing such a judgment can lead to recriminations instead of remedies.

We must try to remember this caveat even if other proponents of change forget it. In order to start the process of reform, any grievance (or statement of a problem) put forward by an individual, group or agency must — unless demonstrably insincere — be accorded a respectful hearing and analysis. Even if expressed in a perverse or vexatious manner that blames everyone else for the status quo, it is almost certainly an attempt to articulate a hurt or need that we might be able to alleviate, once it is known to us. Despite any shortcomings in the complainant's view of the problem or suggested solutions, we must remember that, unless the complainant's spokesmen are lying, there are legitimate interests at stake in some sense.

Often, a complainant will have a very real problem but will overlook its interaction with other problems, thus ignoring the "systems" aspects of the situation. Blaming the police department for the high crime rate, or charging the schools with the entire responsibility for keeping youngsters off drugs (by means of narcotics education programs) fall under this heading, as do, in fact, almost all selections of a single factor as either the cause or cure of a social problem.

This is why it may be best to encourage the channeling of complaints about major community problems through the chief executive (such as the mayor or governor) rather than through the heads of individual departments. If agitated citizens can go straight to the police chief with complaints of, say, rampant juvenile delinquency, they will understandably try to drop the whole problem into his lap to be solved. It would be possible for the mayor to explain that, for example, the schools, youth services agency, church and home must do their jobs also in order to achieve progress — but if the police chief gives voice to the same kind of sentiments, he may be accused of trying to evade his own duties.

It is true, of course, that in some cases blame needs to be assessed. But our approach in doing so should not be that of a court deciding a lawsuit. Courts are not generalized problem-solving agencies. They deal with specific cases involving specific fact patterns. Courts must often look backward to decide the legal consequences of particular courses of events that have given rise to controversies. But those of us interested in solving social problems by reforming institutions and their interrelationships will want to look forward, to prevent such courses of events from occurring in the first place. To do so, we'll need cooperation from many quarters. Unlike courts, we cannot use summonses, injunctions and the contempt power to make people pay attention and obey our views as to what is right. We cannot depend on the often arbitrary legal rules that courts use.

But some of these rules, however, make good sense and can help us in those situations where we must assess blame or responsibility for management lapses. Four concepts borrowed from the law are especially useful:

(1) **Quasi intent.** A well-known legal doctrine holds that a person will be deemed to have intended what he knew or should have known to be the highly probable consequences of his action or inaction. The principle is applied both in civil and criminal law as a means of avoiding the sometimes difficult task of proving intent. (An example would be the man who drives at 80 miles an hour through Times Square and then protests that he had not really intended his car to collide with anyone or anything. He would be deemed to have intended any collision that did occur, by his reckless disregard of the act's very likely consequences — and thus be subject both to civil and criminal liability.)

(2) **Results count.** The courts have gone further than this and also ruled in some cases that the results, or ultimate impact, of a given course of conduct are what determine its legal consequences, even if there was no improper intent on the part of the person who acted. For instance, the Supreme Court, in a landmark decision, has held that an employer can unwittingly be guilty of racial discrimination if he uses a personnel practice which, although neutral on its face, (a) disproportionately disqualifies minority group members of women and (b) is not relevant to the needs of the job involved. (*Griggs v. Duke Power Co.*, 401 U.S. 424 [1971].)

(3) **Last clear chance.** This rule says that the person to be held legally responsible is the one who had the final opportunity, or last clear chance, to stop the particular evil from occurring, regardless of what others may have done to set the unfortunate chain of events in motion. The principle has been used by courts to decide liability in negligence cases.

(4) **Avoidable consequences.** This rule, closely related to the previous doctrine, holds that after an evil caused by someone else has occurred, a victim should take reasonable action to keep the bad results to a minimum. Thus, a plaintiff's failure to obtain medical care after his leg is fractured by someone else's negligence will prevent his recovering damages for the subsequent aggravated condition of the leg, although he can recover for the original negligence that caused the fracture itself.

These principles can readily be applied where it seems necessary to assess blame or fix responsibility in efforts to reform agencies and increase their effectiveness. (They can also be used in management generally, of course.)

But we must remember that many objectionable actions by one agency or its employees are really responses to other such acts committed by others, or may result from an unthinking obedience to an administrative tradition that has outlived its era. Because finding fault and singling out agencies or individuals for censure is often unjustified and can be distinctly counterproductive, it would be wise for criminal justice planners (and others who want to change institutions) to avoid condemning or reproaching one or more parties to a controversy — and instead concentrate on solving problems for the benefit of all.

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## Report Shows Felony Arrests Increasing Slightly In New York State

A report issued this month by the New York State division of Criminal Justice Services indicates that felony arrests in the state have increased by almost three per cent.

The year's second quarterly analysis on "New York State Felony Processing" focuses on the three major geographical areas of the state — New York City, Suburban New York and Upstate. It includes arrest data for the first six months of this year.

The report, released on November 9 by DCJS Commissioner Frank J. Rogers, showed the following:

- Felony arrests have climbed at least 2.9 per cent, from 59,788 in the first six months of last year to at least 61,526 this year.
- Drug arrests have dropped 6.6 per cent statewide. The suburban rate was down 35.8 per cent, but New York City showed an increase of 6.1 per cent.
- New York City had the lowest conviction and highest acquittal/dismissal rates after indictment. However, the report stressed that once indicted and convicted, New York City defendants were more likely to get state prison terms and less likely to get probation than anywhere else in the state.
- The upstate felon was most likely to be convicted of the same offense he was indicted for. This was true in 38.3 per cent of the cases examined there as opposed to a 25.9 per cent figure for Suburban New York, and a 21.3 per cent conviction rate in New York City.

Commissioner Rogers commented on the inconsistency reported in the three areas. "Accounting for the discrepancies usually depends on where you sit in the criminal justice system," he said.

In all, the report lists 61,526 felony arrests, 18,838 indictments and 15,912 dispositions including 12,401 convictions during January to June, 1975.

## First Criminology Film Festival Held In Canada

Toronto this month hosted the first international criminology film festival held in North America. The film festival was part of the annual meeting of the American Society of Criminology.

The films selected for the festival included both institutional and free-lance dramas and documentaries produced in Canada, Japan, Chile, and Hungary, as well as the United States.

According to Jackwell Susman and Joseph Scott, the festival's producers, a very small proportion of foreign-made films reach the American and Canadian market because of distribution, financial, and subject-matter problems. The films were brought to Canada in order to show American and Canadian audiences the state of the art of filming criminology subjects and to stimulate more and better films in criminology.



# 2,800 EX-COPS VS. A BUDGET CRISIS

## LAI D OFF FOUR MONTHS AND FEELING THE STRAIN



By MICHAEL BALTON

Richard Galgano waits at his desk in the old Woolworth Building in downtown New York City. Four months ago he was a New York City policeman. Now, he is President of the Former Police Officers Association. Galgano receives no salary, yet he puts in long days at the FPOA's office. The place is sparsely furnished—a few old desks and a portable typewriter. A four-foot facsimile of a cracked police shield hangs in the waiting room.

Richard Galgano says that the FPOA is trying to find work for the laid-off cops through the Police Department's job referral desk. Hardship cases go on a preferred list, but the jobs are not easy to find. He tells of one former officer who was about to lose his new home because the mortgage payments were three months overdue.

"I went down to the bank and told them they couldn't foreclose," Galgano said.

The bankers cooperated long enough for the FPOA to find the ex-cop a job. His house was saved.

Bill Houston didn't have to rely on the Association to find work. He is resuming his career as an actor. "I waited until I figured out that the layoffs were for real," he said. "I'm just starting to get back into it now. New photos. New resumes. Making the rounds. It gets really grueling."

Houston became a policeman because he was experiencing only limited success with his acting career. "I always thought about becoming a cop since I was a kid but then you get into other things," he said. After taking the police test three times, he finally decided to change his career to law enforcement.

Since being laid off, Houston is not sure that he will return to police work if recalled. He is using his Veteran's Benefits to study commercial acting, and some jobs are already beginning to come in. Houston admits: "If I can get a foothold in acting, I won't go back to the force."

Apparently, Houston's attitude toward returning is not unusual among the laid-off men. They are getting tired of waiting. Galgano acknowledges this, saying: "Three thousand vibrant, vital young men are going to waste. The effects will be felt in this City for the next twenty years."

Tom Dunican waited for three years after taking the police test to get on the force. The job lasted for twenty-two months. He is willing to return when recalled, but if some other police job becomes available, he will leave the City. "I don't feel resentment about the layoffs," he explained. "We were the low men on the totem pole. But if an offer comes in

from out of town, I'll take it."

Dunican's lack of resentment contrasts sharply with Pat Fitzgerald's attitude about the layoffs. Fitzgerald looks at his situation with feelings of animosity. "You become jealous of working cops," he said. "It turns your stomach. Especially some of the old-timers. A few of them are only looking out for themselves."

For Fitzgerald, the situation is totally frustrating. "The reason I became a cop was to help people," he said. "Now I can't do a thing."

Fitzgerald's frustration is shared by Bill Houston. While he was still on the force, Houston would seek out situations where his assistance might be needed. "I used to

himself not to get involved.

The crime-stopping reflex can be dangerous when you don't have a gun or a badge to back it up. Former officer Richard Mundy tried to stop a robbery in progress shortly after he was laid off. He was stabbed repeatedly for his trouble.

It is not only physical danger that the former policemen have to worry about. Tom Dunican still tries to help people, but only in certain situations. Dunican was going to put an end to a barroom brawl recently, but he stopped himself in time. "I realized that that's not my bag anymore," he said. "The cops would lock me up as fast as anybody else if I broke it up the wrong way."



FPOA President Richard Galgano speaks at a fund-raising cocktail party attended by police department leaders and New York politicians.



The dismissed cops listen to speeches in the rain on the Capitol steps. The FPOA organized the Washington protest to arouse Federal political leaders, and gain their support.

take the train to work," he related. "I'd sit in the last car in case something happened, so I could help. I don't do it anymore."

Houston illustrated the predicament of the unemployed policemen. Apparently, they are losing more than just their jobs. "You drop your police attitude," he explained. "You have to realize that you don't have police power anymore. Your gun and badge are gone."

Fitzgerald elaborated this point, remembering days at the police academy: "They trained you to go automatically into action. You had to react immediately... you were conditioned for that." The ex-cop went on to say that he had to retrain

Galgano would have his members carry an I.D. card, similar to the kind given to retired cops. It would allow them to possess revolvers for their own and the public's protection. However, it is highly unlikely that the City would grant such a privilege. Because of that fact, the FPOA President fears the worst: "One of these days somebody's going to get hurt. He's going to go for his gun and it's not going to be there."

A gun does not make a man a police officer. It is the shield that symbolizes his authority and gives him the power to enforce the law. Galgano admits that "the shield is everything. The gun is only an extra added worry."

Galgano spoke of the tradition of the shield being handed down from generation to generation in the same family. "That \$3.50 piece of metal becomes your whole life."

Fitzgerald still carries the wallet that retains the impression of his badge. The safety chain is still attached to it, even though there is nothing left to lose. He says that he has it so he could identify himself as a former cop, but you can tell from his voice that there is more to it than that.

Not having a gun doesn't bother him. "In a way, it's a relief," he said. "Now I can walk into any bar and if the place gets

Continued on Page Fourteen



# CRIMINAL JUSTICE INSTITUTE

## TRAINING WITH STRESS ON INNOVATION

The Honorable James N. Canham, Presiding Judge of the Wayne County Circuit Court in Detroit, Michigan, had a problem. Judge Canham's problem was that his court was abandoning its traditional thirty-day jury panel term in favor of a one day/one trial program. Calling a new panel every day meant that the two hours ordinarily spent to orient the new jurors would no longer be possible. The job had to be done in a half hour at most. The judge's first thought in finding a solution to this new problem was to ask for help from the Criminal Justice Institute.

Robert D. Herman, Chief of the Sterling Heights, Michigan, Fire Department had had two specialists in arson investigation trained at CJI's 40-hour arson investigation course. In order to augment the Sterling Heights Police Department's lean force, Chief Herman wanted his investigators to have full arrest powers. So he enrolled them in CJI's 280-hour basic police recruit training course where they train side by side with 28 newly hired police officers from 17 different communities.

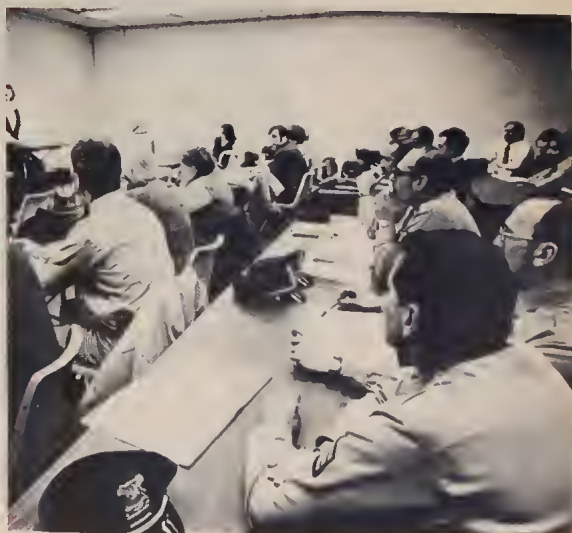
A unique combination of disciplines and services, the Institute was formed in 1973 under the Michigan Urban Cooperation Act of 1967. The act empowers governmental units in the state to join together in a quasi-corporate entity for the purpose of jointly performing the same duties that

each are empowered separately to perform. In this instance, the impetus was provided by another Michigan law that requires an individual to complete a specific 240 hours of training before he may be granted arrest powers.

Most communities in Michigan do not have large enough police departments to justify the operation of their own training facilities. The result was CJI, now comprised of 38 participating communities, and mandated to train police basic and advanced in-service training and much more.

In addition to planning, writing, and producing Judge Canham's complete mixed media jury orientation program and training Chief Herman's arson investigators, the Institute this year has already or will:

- Conduct the first international conference for criminal justice librarians;
- Teach over 3,000 students everything from airport security to cargo security to prison security to hospital security to school security, from crisis intervention to to survival driving to emergency preparedness, from report writing to criminal trial practice, from fire prevention to arson investigation. There will be basic and/or advanced training for: law enforcement officers, firefighters, juvenile justice system officers, prosecutors, teachers, parole officers, judges, forensic technicians, defense attorneys, private security guards, and



Some of the more than 3,000 students who have been trained in a wide variety of criminal justice-related programs.

volunteers in probation.

- Plan, write, produce, and direct almost 1000 finished hours of audio-visual material in all media including color and black and white video and sound-synched 35mm and 16mm motion and still film. In addition, printed material and a/v packages will be produced in the areas of: needs assessment for trainers and planners; a practical guide to legal rights for prison inmates and parolees; a working handbook for probation and parole officers; criminal trial practice for lawyers; project evaluation; among others.

- Install and implement a technically advanced police reporting system — SPARMIS — in several medium-sized communities in Michigan. The SPARMIS system allows a police officer to make his report at the incident scene and then stores and indexes key information from each report for later investigative and management use.

Because of the Institute's existence, Judge Canham now has a complete, packaged juror orientation program including a checklist that is mailed with the summons, a brief booklet, a 15-minute sound color-slide program operated by two Kodak Carousel projectors synchronized for simultaneous and alternate displays (slides were recommended by CJI because of low cost, high reliability over thousands of showings, and their ready ease of replacement or editing as court procedures change).

The program provides more information than its live predecessor and uses the live clerk and judge for five minutes each in-

stead of the previous one hour each. The jurors are shown the courtroom, the personnel involved in a trial (civil and criminal), the voir dire process, how evidence is presented, the opening and closing arguments, the judge's instructions and charge, the deliberation and verdict, cautions on security, and enough flag-waving to make them take their oath with gut-feeling.

And this year Sterling Heights will solve arson cases at a rate that Chief Herman never thought possible two years ago.

The Institute became possible through LEAA block grant funds which provided core support for its first three years of operation. Other income is derived from tuitions for some courses, project grants and contracts, sale of products — notably packaged training materials — and donations.

Technically, CJI is a "public body corporate," a not-for-profit educational institution housed in a GM-donated six-story building — the former Detroit factory branch outlet of the Cadillac Motor Car Division. The Institute now employs 63 people, has 46 police officers assigned as permanent staff by three different police departments, owns a broadcast-quality full color video studio and film processing lab, 24 classrooms including a complete courtroom, and a resource center comprising over 2500 volumes, 800 periodicals, and over 6000 items on microfiche or microfilm. Its staff includes lawyers, scientists in management, education, statistics, and social work, police officers and firefighters, writers, artists, photographers, video directors, electronics technicians, and engineers.



At the Institute's 2500-volume library, research materials in all aspects of the criminal justice system are available to staff and students.

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# ACADEMICS, PRACTITIONERS MEET IN HIGHER ED PANEL

Continued from Page One  
background.

Prof. Donald Shanahan of the School of Police Administration at the University of Louisville pointed out that "Higher education for police must act as a unifying force to bring together police and other components of the administration of justice. The objective of this action," he said, "should not be to develop a criminal justice system as such, but to develop practitioners capable of providing our own country with an effective criminal justice process."

The lack of standards in criminal justice education was cited by Dr. Gordon Misner of the University of Missouri as being detrimental to the field. "The infusion of LEEP money," Misner said, "has prompted a number of institutions to enter the field purely for profit." He said that this has frequently resulted in poor quality education.

William C. Phelps, the Lieutenant Governor of Missouri, who was the luncheon speaker, said, "In today's complex society we demand a level of competence from



University of Nevada Professor Loun Phelps discussing the history of the Berkeley criminology program, and its separation from agency involvement.

police officers which can only be achieved through higher education."

John Jemilo, Director of Training for the Chicago Police Department, supported the concept of granting educational credits for certain training courses. He noted that Chicago police recruits receive 39 credit hours toward a degree in law enforcement at the City College, with 22 of these credits having transferability to most criminal justice programs.

The subject of faculty qualifications in criminal justice higher education was addressed by President Donald Riddle of John Jay College, who stated that agency experience is an important ingredient in criminal justice faculty, but, he noted, this must be combined with adequate academic preparation. On the other hand, he pointed out, it should be recognized that not all faculty need have field experience to teach in the field. "In essence," he said, "experience is not enough. It must be complemented by additional research and education."

The former Chief of Police of Richmond, California, Loun Phelps, traced the history of the Berkeley criminology program, noting that along the way the School separated itself from agency involvement and ultimately lost agency support. He criticized administrators for hiring too many faculty with backgrounds in sociology who are critical of the agencies without providing constructive solutions.

A series of afternoon workshops focused on evaluation of programs; the police role; new horizons in criminal justice education; college credits for police training; faculty selection; and the relationship

## FORENSIC SCIENCE

### *Scientific Investigation in Criminal Justice*

edited by Joseph L. Peterson, John Jay College of Criminal Justice

Forensic science, the application of science and technology to law, is emerging rapidly as one of the exciting professions involved in the administration of criminal justice. Criminalistics, one discipline within the field of forensic science, is primarily directed toward the recognition, identification, and individualization of physical evidence. In this book Professor Peterson, who was associated with the Law Enforcement Assistance Administration examines the philosophical foundation of forensic science and traces the increasingly sophisticated use of science in helping to resolve legal issues.

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Johannes Spreen, Sheriff of Oakland County, Michigan, discusses a point.

between the agency and the college.

Other participants included Hugo Masini, Chief of Police of Hartford, Connecticut; Dr. William Brown of the School of Criminal Justice at Albany; Vice President Gerald Lynch and Prof. Donal MacNamara of John Jay College of Criminal Justice; Prof. William Hewitt of Cleveland State University; Chief John Ball of Charleston County, South Carolina; and William Morton of Missouri University.

The American Academy for Professional Law Enforcement was formed in 1973 when the Law Enforcement Association for Professional Standards and the Academy of Police Science merged. The Executive Director of the Academy is Matt Neary, and the Executive Office is located at 444 West 56th Street, New York, N.Y. The Academy has a membership of approximately 1,500 practitioners and academics in criminal justice.



# CRIMINAL JUSTICE BOOKSHELF

**The Police and the Media.** By Jerry V. Wilson and Paul Q. Fuqua. Educational Associates, a division of Little, Brown and Co.: Boston. 1975. 175 pp. \$10.00.

Jerry V. Wilson and Paul Q. Fuqua, authors of *The Police And The Media*, have drawn on their joint experiences with police public information processes in Washington, D.C., from 1969 through 1974, to produce a compact little primer in police/news media relations. Concerned about the deepening tensions between those who enforce the law and those who report it in print, on radio and on the tube, the authors have succeeded in distilling very practical information for both sides to use in what actually is a joint endeavor.

A wide audience should and probably will read this excellent handbook which promises to be helpful to medium-sized and small police departments as well as to large ones. Large departments, the authors suggest, can develop able part-time or full-time public information officers from among their own personnel, while small police departments can achieve good news media relations if they are willing to make a commitment to that objective, without investing in a full-time public information officer.

The book provides cogent discussions of several important areas involving the news media and the police: basic policy issues; pre-trial publicity guidelines for police agencies; the public information officer; news releases, conferences, and interviews; public information techniques; news media identification; and, finally, public information during disasters and disorders.

One argument underlying the book is that the way a particular police force responds to the news media is a more accurate reflection of the actions and reactions of the chief of police than is the manual of police department orders.

Another argument, which comes like a splash of ice water in the media's face, is that even though voices on behalf of the news media often claim that the first amendment guarantee of freedom of the press also requires that the news media have a legal right to obtain information, that is not the case. Rather the authors, quoting the majority in the Supreme Court *Branzburg v. Hayes* decision of 1972, contend that "It has generally been held that the first amendment does not guarantee the press a constitutional right of special access to information not available to the public generally." As a practical matter, however, the authors urge police departments to accept the fact that, as a nearly universal public policy, governments in the United States, at least informally, recognize the news media as special representatives of the public and do provide various kinds of accommodations to facilitate news gathering in the public interest.

Still another argument, one that concerns pre-trial publicity — that bete noire of legal versus journalistic confrontations — is refreshingly rational. For, categorically, Wilson and Fuqua maintain that in the overwhelming number of criminal cases, particularly in large cities, pre-trial publicity is unlikely to have any damaging effect whatever on the fairness of a criminal trial. "Thus," they write, "because pre-trial publicity is virtually meaningless in run-of-the-mill cases, inflexible standards on what law enforcement officials release to the media may unnecessarily handicap the police in informing the public of problems which need to be dealt with (for example, those

involving repeated arrests of prior offenders). In these ordinary cases, in the day-to-day interchange between law enforcement and the media, concern about pre-trial publicity can be vastly overdone."

This very down-to-earth book, moreover, provides a comprehensive index and 40 pages of appendices which run the gamut from District of Columbia General Order No. 204-1, relating to release of information to the news media (on page 131) to a sample two paragraph news release (on page 169). In between are Title 28 — Judicial Administration; tips for public speakers; news media pass application of Metropolitan Police Department, Washington, D.C.; news media passes issued by that same department; the Canons of Journalism enunciated by the American Society of Newspaper Editors and the Code of Ethics adopted by the 1973 national convention of The Society of Professional Journalists, Sigma Delta Chi; the Code of Broadcast News Ethics of the Radio Television News Directors Association; Broadcast Guidelines for Coverage of Civil Disorders, and Information Needed Regarding Disasters and Disorders.

In conclusion, this is a lucid, rational, highly practical handbook. The impact of the mass media on the administration of criminal justice constitutes a new field of scholarship to which the Wilson-Fuqua book, in all its unpretentiousness, is a welcome addition.

—Flora Rheta Schreiber

• • •

**The Terrorist Mind: Why They Hijack, Kidnap, Bomb and Kill.** By Gerald McKnight. Bobbs-Merrill: New York. 1975. 182 pp. \$6.95.

British journalist Gerald McKnight has interviewed terrorists around the world: Irish Republican Army, Ulster Defense Association, Symbionese Liberation Army, Black Panthers, Greek Enosis, Uruguayan Tupamaros and Portuguese African Frelimo. His book, *The Terrorist Mind: Why They Hijack, Kidnap, Bomb and Kill*, provides a portrait of the psyche of the terrorist.

Is the terrorist motivated by ideology, moral fervor or personal ego? What impels him to kill the innocent, to hijack airplanes, to bomb homes and institutions?

Seeking out terrorists in the Middle East and Ireland, Cyprus and Spain, Argentina and Venezuela, Japan, Quebec and the United States, McKnight asked for their views on specific actions and their concepts of justice and order, morality and human rights.

McKnight's conclusion is that terrorists share a common belief in the purpose of terror: violence is the only means to create an awareness of the need for change. He argues that "barbarism has never been totally expunged from the human mind."

McKnight believes that conventional forces of law and order cannot deal with terrorism alone, but he says, "the need to understand the motivation of this growing underground army is imperative and urgent."

• • •

**Police In America.** Jerome H. Skolnick and Thomas C. Gray, eds. Little, Brown and Co.: Boston. 1975. 299 pp.

*Police In America*, according to its editors Jerome H. Skolnick and Thomas C. Gray, "is an attempt to demonstrate the extraordinary diversity of social issues and demands faced by police in the contem-

porary United States." The result is an interesting and useful volume of articles that should be read by both students and practitioners in the law enforcement field. It will provide the increasing number of pre-service students with an insight into the organizational factors that condition police personality and character; it will be useful to working police officers at all levels as a vehicle for a better understanding of themselves and of their profession.

The volume consists of a tightly knit collection of articles and excerpts from books which the editors utilize to provide insight into four major areas of law enforcement. The segments, *Behind the Police* (the history and origin of the police and their personality development and socialization); *The Role and Function of the Police*; *Police and Public Order*; and *The Organization and Control of the Police*, each contain three or four articles which, generally, are timely and incisive.

The major theme is set by Skolnick's introductory essay, "Professional Police in a Free Society," in which he quickly moves the reader along from the origins of policing in England, through subsequent adaptations of the system in America, into the present era in which he describes law enforcement as an emerging profession. The introduction addresses the major issue for today's police, namely comprehending and internalizing the important and difficult social role they have been delegated.

The first group of articles on the early history of policing demonstrates the ambivalence of the public about vesting life and death powers in the hands of the police — a group questionably trained and disciplined.

On the other hand, past experience with the mindless overreaction of the military, as it was needed to quell relatively modest disturbances, indicated a need for a controllable, yet pervasive non-military force dedicated to the concept of preserving the peace.

English society opted for local policing. The new police would be responsible to the community and serve at its pleasure while at the same time being its support and assistance. The English system proved surprisingly successful and became the model for police agencies in many American cities. According to James Richardson's article, "The Early Years of the New York Police Department," New York's experience with the police was mixed. "In 1874, Mayor William Havermeyer gave the New York Police Department the sobriquet by which it has since been known, 'the finest.' There is a long record of heroism to justify this term, from those killed and disabled in the line of duty to those who put their lives and health in danger as a matter of routine to rescue people from drowning or burning buildings or to stop runaway horses." Richardson acknowledges the instances of corruption, brutality and violations of the public trust, but he argues that "As long as society could not agree on what the police were to be and do, or if it demanded contradictory things from the force, it could hardly expect consistency, honesty, efficiency, and respect for civil liberties to be the dominant characteristics of police performance."

This ambivalent theme is developed in a contemporary vein by Egon Bittner in an

Continued on Page Twelve

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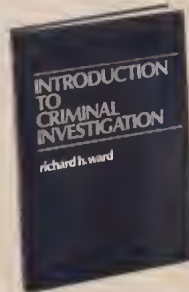
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# BOOKS FOR THE CRIMINAL JUSTICE PRACTITIONER

Continued from Page Eleven

article, "The Capacity to Use Force as the Core of the Police Role." Bitner's provocative study defines the police role "as a mechanism for the distribution of non-negotiable coercive forces." This force is employed by the police in various encounters according to what Bitner describes as "an intuitive grasp of situational exigencies." In a civilization dedicated to peace by peaceful means, this role definition raises a basic moral question, namely, "on what terms can a society dedicated to peace institutionalize the use of force?" How can we approve of activity which in its very conception is "opposed to the ethos of the polity that authorizes it?" Is it not well-nigh inevitable that this mandate be concealed in circumlocution? As a result of society's reticence, the police tend to suppress feedback as they perform their function among society's rejects in low visibility situations. Bitner's article suggests that maybe society is not all that interested in knowing about outcomes. This dilemma tends to reinforce factors that contribute to the often written about "closed world" of the modern police fraternity.

In another section of the article, Bitner states that "very many activities [of the police] that are unrelated to law enforcement involve dealing with problems that lie in the field of psychiatry, social welfare, human relations, education and so on. Each of these has its own trained specialists who are respectively more competent than the police." Bitner shows that it is only because "Physicians and social workers are unable or unwilling to take their services where they are needed," that the police have gained entrance into otherwise unapproachable communities.

The editors selected a segment from

Arthur Niederhoffer's pioneering book *Behind the Shield: The Police in Urban Society*, for inclusion in Section Two. When published in 1967, it provided the impetus for a fresh era of sociological inquiry — the development of "police" character and personality; however, the excerpt, "The Authoritarian Personality," seems dated now. It cites statistics from a 1953-1956 Los Angeles study of police candidates rejected for failure to pass established psychiatric standards. Such a study seems indeed dated when one notes that the Los Angeles Police Department is currently debating the issue of accepting homosexuals as police candidates. Skolnick's own article, "The Police View of Protesters," (from *The Politics of Protest*, 1969), also suffers from a slight generation gap. He states that "perhaps the main target of current police thinking is permissive child rearing." He continues, "The police tend to view perfectly legal social deviance, such as long hair worn by the men, not only with extreme distaste, but as a ladder to potential criminality." It is clear that the permissively raised, long-haired generation is no longer "the kids" or "the enemy" but that, in fact, they, as a group, comprise a sizeable segment of today's police. The ability of the police to gradually assimilate the changing values and mores of society, however reprehensible they seemed a short time before, has contributed to their general acceptance by the public over the last century and a half, and, in particular, the last twenty years.

James Parsons's article on police corruption, the selection by Hervey Juris on police unionism, and Skolnick's article on community control of the police make for timely reading. Thomas Gray's observations on the Police Selection Process and the "affinity" for membership in the for-

mal and informal police culture break new ground for future research in the recruitment area.

The section entitled "Policeman's Choice," contains two articles which hold up well over time: Herman Goldstein's "Police Discretion: The Ideal versus the Real," (*The Public Administration Review* Sept. 1963) and Michael Banton's "Police Duty" (1964).

Finally, a comment should be made about an interesting article on police manpower allocation by Dr. Armando Morales entitled "Police Deployment Theories and the Mexican-American." The study deals with the phenomenon of police-invoked order maintenance. "The phenomenon described by Geis leads to what Robert Merton called a 'self-fulfilling prophecy.' Within this conceptual framework, it could be possible for law enforcement unknowingly to generate its own need for services. . . . Using statistics from the Hellenbeck and Wilshire Divisions of the Los Angeles Police Department, Morales compares the basic crime profiles to the number of police assigned to the areas. Residents of the former area are predominantly white, Spanish-surnamed, with a median income of less than \$4,820; the latter area is composed of white, non-Spanish-surnamed residents, with a median income of \$6,517. Surprisingly, statistics indicate that even though there is a higher incidence of crime in the middle-class Anglo-Saxon community, there is a greater amount of police deployment in the poorer Mexican-American community. This heavier deployment of manpower, Dr. Morales submits, is because police administrators "believe it to be a fact that racial minority groups commit more crimes" [emphasis Morales]. A table entitled "Drunk and Drunk Driving Arrests Per Area and Population, (1968)" indicates that "there are dramatic differences in the arrests related to drinking even though the number of alcoholics in the two previously mentioned areas is the same," (according to the California Department of Public Health). The author concludes that the reason for the discrepancy is "that more police are present to observe drinking infractions. . . ." in the Mexican community.

The volume is thought-provoking and meets the challenge the editors set for themselves. It graphically illustrates the diversity and demands of police work. It lends support to those of us who believe that police work is an emerging profession.

—Robert McCormack

ponents of the criminal justice system and how they function. He calls for another look at public policy and the approaches society has taken to curtail crime, maintaining that public policy must be based on an understanding of the nature of man. He points out that we cannot know all there is to know, but argues forcefully that we are not taking advantage of what we do know to address the crime problem.

Wilson's views will be seen by many as reactionary, for he does take the position that there are those for whom "corrections" is a misnomer. Such individuals can probably never be "corrected," but at least society is protected while such persons are behind bars.

The author feels that there is little the police can do about some crimes and calls for a whole new look at the drug problem. He argues against the conclusion that poverty leads to crime, pointing out that crime grew disproportionately to the country's economic growth during the sixties. He takes issue, too, with the social scientists' view of crime, maintaining that much of our public policy is based upon subjective opinion, rather than hard data.

Thinking About Crime is must reading for the criminal justice administrator, and it is not unlikely that he will make it recommended reading for those community groups anxious to advocate change without understanding the problems.

—Richard H. Ward

• • •

**Police in the Community.** By Charles P. McDowell. W.H. Anderson Co. Cincinnati. 1975. 385 pp.

McDowell has taken an interdisciplinary approach in tracing the development of police-community relations, from the first constable in England, through Colonial America and on into the Twentieth Century. While particularly suited for police-community relations, the text should also prove useful in other areas such as urban planning, urban sociology and criminology.

Topics which are addressed in detail include the various roles of the police, the relations of the police with various minority and social groups, and the impact of population density and city growth on policing procedures. Also analyzed is the relationship of commerce and industry to a city and its impact on the local police department.

A topic of particular interest is the effect of mass media and public opinion on police performance and attitudes. The author discusses the ways in which the media influence public opinion and, specifically, how they affect the attitudes of the public toward the police.

Other chapter topics include police corruption and reform, alienation of the police, and the important role law enforcement has to play in the shaping of cities in the future.

The author has drawn upon a variety of source materials and has integrated supplementary and supporting references into the text in an effective fashion.

—Joseph L. Peterson

## READER SUBMISSIONS INVITED

Law Enforcement News welcomes reader contributions for the book review section. Suggestions for books to be reviewed can be sent directly to the Editor. Reviews should be submitted typewritten and double spaced, and can be sent directly to the Editor.

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# SAN DIEGO COMMUNITY PATROL EXPERIMENT SEEN AS SIGNIFICANT FACTOR IN POLICE ATTITUDE SHIFT

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LAW ENFORCEMENT NEWS

November/December 1975

A report released on Nov. 10 by the San Diego Police Department and the Police Foundation says that a system of community-oriented policing significantly improves patrol officers' attitudes toward their work, broadens their knowledge of their beats and increases their sense of responsibility toward the areas they serve.

Prepared by System Development Corp., the report is an evaluation of the San Diego Community Profile Development Project, which was designed to increase through greater community involvement the capabilities of police officers in dealing with the problems of citizens on their beats.

After completion of the project in February, 1975, the San Diego Police adopted community-oriented policing on a city wide basis. This system of policing includes the practice of beat accountability initiated with the project.

Under the community policing concept, officers are assigned to their beats for extended periods. According to the police department, the officers conduct crime and traffic analyses of their beats and build relationships with a variety of community agencies and resources to aid them in solving beat problems.

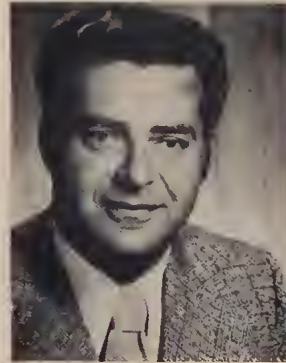
William Kolender, acting chief of the San Diego Police Department, said the community concept "provides a method and a perspective to guide patrol officers' exercise of discretion and encourages the development of innovative officer-initiated strategies based on the officers' growing knowledge of their beats and critical self-evaluation of the effects of their police work in the community."

As a result, Kolender added, "the

police officer can become a resource to the community and not someone who does things to it — a part of the community, not apart from it."

The Police Foundation-funded evaluation of the project says that an experimental group of 24 officers and their three supervisors reported that their experience in the project "had markedly changed their attitudes about their approaches to patrol work in the communities they served."

To support the changes in the officers' attitudes toward their new role, the department has initiated a retraining program for



Acting San Diego Chief William Kolender

all personnel, developed a new system of assessing officers' work in the community, issued two-way radios to patrol officers, and substituted for the traditional roll call briefing a daily conference involving each supervisor and his officers.

A community-oriented curriculum has

also been introduced at the San Diego Police academy to instill the new concept in police recruits.

The project evaluation indicates that the daily patrol work of the officers in the experimental group reflected a decreased level of traffic summonses, warnings and field interrogations; an increased degree of involvement with citizens on their beats; and a marked decline in the value that experimental officers saw in roving patrol.

The officers in the test areas, who were expected to apply beat patrol strategies in keeping with their individual assessments of community needs, also indicated a significantly increased awareness of the availability and quality of various community services and resources, the report says.

The report's authors, John Boydston and Michael Sherry, stress that "the project was not conceived as a vehicle for testing the effectiveness of the community

profile approach from a crime-deterrence stand point." The San Diego Police Department believes however, that crime control would ultimately benefit from a city-wide implementation of the concept.

The authors of the report assert that the project was designed to test the value of special training, supervision and a different patrol philosophy as catalyst for changing officers' attitudes, the acceptability of a community service orientation to a police department rooted in traditional law enforcement techniques, and the internal effectiveness of alternative operational policies and organizational changes.

Funded with a \$118,000 grant from the Police Foundation, the project was not operated at the expense of normal police work of the experimental group. The ability of the experimental officers to handle their share of arrests was unaffected by the new approach to patrol.

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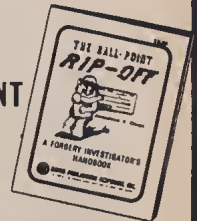
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## THE CRIMINOLOGIST'S NOTEBOOK

News from the American Association of Criminology

### Accredited Alternative Degrees Available to Police Officers

The University of the State of New York has developed the Regents External Degree program, which offers both Associate and Bachelor degrees to anyone with the stick-to-it-ness to complete the College Proficiency Examination Program. Law enforcement officers may earn the Associate degree by building up 60 college credits, the degree is available in Liberal Studies or in a number of specific majors requiring qualification by successfully passing the Graduate Record Examination (GRE) in the major field.

C.W. Williams, Chief, Office of Programs Development, advises that, "This office has been interested for some time in the possibility of developing a bachelor's degree in the field of criminal justice. Special examinations in the field of criminal justice would have to be constructed to cover the professional component. I envision that such a degree would bear comparison with our Bachelor of Science in Business Administration degree which required extensive examination development."

The external degree is unlike any other form of higher education. Until recently, higher education has bypassed the many people who want a degree but cannot go — or have not gone — to college. Many programs are now becoming available to meet their needs, but the Regents External Degree is unique in that it is truly "external."

It has no campus, and no requirement that study be conducted in any particular location. It does no teaching; instead, it accepts credits from all recognized educational agencies. For example, in addition to conducting its own College Proficiency Examinations (CPE), the Regents External Degree (RED) accepts credits from the United States Armed Forces Institute (USAFI), College Level Examination Program (CLEP), Undergraduate Program Field Tests (UP), as well as full credit for all courses taken at other accredited colleges and institutions. For law enforcement officers, credit might be transferred from past military experience or from police in-service training.

Since 1972, more than 1,500 people have earned Regents External Degrees, and well over 7,000 others are working toward that goal. The costs are minimal by any comparison: \$50 for initial enrollment; \$25 for annual records maintenance; individual tests vary between \$20 and \$50.

Anyone can enroll in the Regents External Degree program; there are no prerequisites such as a high school diploma, and it does not matter how old a student is or where he lives. Any police officer can study and meet the requirements at his own pace. Prof. George Killinger of Sam Houston State University's \$10,000,000 Criminal Justice Center — predicted seven years ago that the police officer of the 1970's would have at least a junior college education. The State of New York's Regents External Degree has made this prediction a possibility!

John Monahan, a California professor interested in community-psychology and criminal justice writes in the "Newsletter of the American Psychology-Law Society" of what may come to be known as the "buzz-word" theory of the history of ideas. "Buzz-words" are terms that seem to come up most frequently in print and conversation and which are often understood in only a hazy way, but which generally induce a headnodding "I know what you mean" whenever they are uttered. One of the "buzz-words" that appears most frequently in a word count of police literature is police professionalization.

Lee Brown of Howard University wrote in "Criminology" of the police and higher education that "In order to function in a society characterized by massive socioeconomic problems, (examples being poverty, unemployment, mental illness, family conflicts, discriminatory practices, just to name a few) we need a new Policeman." He nails the problem at its core: "To build this new police, we must develop on the local level a police force which is just as professional, if not more so, as law enforcement agencies at the federal level." At this point, any police officer can draw his own conclusions. He has read earlier in this column about the availability of degrees in higher education via the new concept of the alternative external degree of the New York Regents of the University of the State of New York. The local sworn peace officer must self-evaluate himself.

There are a number of dynamic and highly professional police associations which support, with bulldog determination, the philosophy of police professionalization. One of the purposes of this column is to make available to law enforcement officers the names and address of individuals and organizations honestly concerned with practical criminology and police professionalization. "Law Enforcement News" is then more than a cop's newspaper; it is a two-way avenue of communications between reader and publisher. In many respects, it may prove a clearinghouse for police science/education information.

Concerned readers, who see their careers as "professional" as local school teachers, can only conclude that they have accepted the concept of police professionalization and should be a part of the police professional societies which are working to make this ideal a reality. Two newly formed police professional societies are: The Society of Police and Criminal Psychology, c/o Charles Galbo, Pima County Sheriff's Department, Box 910, Tucson, Arizona 85702; and the powerhouse merger of the Academy of Police Science (New York), and the Law Enforcement Association on Professional Standards, Education and Ethical Practice (St. Louis), write: Matt Neaty, American Academy for Professional Law Enforcement, 444 West 56th Street, New York, New York 10019.

The above article is printed as a courtesy to the American Association of Criminology, Box 1115, North Mansfield, Massachusetts 02059. Views expressed are not necessarily those of the Editorial Board of Law Enforcement News.

## NY'S LAID OFF COPS BEAR UP UNDER STRAIN

Continued from Page Eight

held up, I won't be blown away."

The former cops pay a big price for this peace of mind — not so much in the loss of their salaries, but in their attitudes about their identities as men. They chose law enforcement careers because they wanted to help, and they were conditioned at the Academy to do so. Now they are finding it hard to help themselves. Galgano talked about this emptiness: "One day you're out there, and the next day you're nothing."

The FPOA President had to take time, searching for the right words to describe his feelings. There were no pat answers to the effects of his depression. Galgano compared the loss of his job with the death of a parent or a close friend. "They took away a life," he said sadly. "They sucked out your insides and left an empty shell." He admits that he was in a comatose-like state for a week after his layoff.

A similar condition of mind was experienced by Bill Houston. He said that he didn't immediately realize that his job was gone. The shock took a few days to set in. Tom Dunican experienced no such trauma in his loss, but he says that he misses being part of the group. His identity as a member of the police force has been taken from him.

It has been four months since the layoffs, and the mental anguish of the men is beginning to wear off. The existence of the Former Police Officers Association testifies to this. The former cops are not languishing in self-pity. They are fighting through the FPOA to get their jobs back.

All of the ex-cops interviewed had only good things to say about the Association. Bill Houston said: "They're doing what has to be done — drawing attention to our problem." Tom Dunican supports the FPOA because it keeps him informed. Pat Fitzgerald has signed up to take part in the Association's Committee of Political Pressure Program (COPP).

## Public Awareness Campaign Warns Citizens Of Florida's Harsh Gun Control Measure

A public awareness campaign called "Help Stop Crime!" is being initiated this month in Florida to alert citizens to the consequences of a new gun control law. The new law, Florida Senate Bill 55, provides for a minimum three-year prison sentence without chance for parole for criminals convicted of a crime while carrying a firearm or destructive device.

Florida Attorney General Robert L. Shevin said, "We want the word to go forth that any criminal using a gun in the commission of a felony in the State of Florida is going to be locked up for three years. No ifs, ands or buts."

The awareness program will begin by surveying the attitudes and opinions of Florida residents in the 16-25 years of age bracket, a group that is statistically prone to criminal acts involving firearms, according to a campaign spokesman. They will be asked their attitudes on law enforcement, gun control, "Saturday Night Specials," the effectiveness of the new gun law, and media habits.

The program, which is partially funded by LEAA, will be fully implemented after a specific target audience has been isolated. Proposed plans include heavy concentration of television and radio advertising, a statewide system of billboards explaining

According to the Association's news letter, COPP was set up "to get the political clout necessary to insure that we will not be ignored." The campaign will include the use of television ads, billboards and bumperstickers, but primarily it will focus on getting former cops to talk to the public directly. They will address civic functions and rallies to get the message through, telling the people that laid-off cops still have a vital service to perform.

"We'll show them what the present police protection is like, and back it up with facts," Galgano said of the campaign. The fact is that in the first month since the cops were laid off, arrests have been down 28 percent. When this is coupled to a seven percent increase in major crimes, the former policemen have a pretty good argument to bring to the public. The people's safety depends upon bringing the dismissed cops back.

Already, the FPOA is receiving assistance from within the police department. The PBA pays all of the mailing costs for Off the Job, the Association's news letter. Recently, the leaders of ten police department fraternal organizations urged local businessmen to find jobs for the dismissed cops.

Richard Galgano appreciates the help, but temporary jobs for his members is not the ultimate goal. He is ready to fight to the end, as he did when the first 525 cops were dismissed. That time, he went to every precinct house and convinced the men to give up five off days so that the jobs could be saved. He succeeded, but when the July 1 dismissals came, the 525 were among the 2,800 who were put out of work. Now he speaks for them all when he says: "The FPOA will remain in existence until every cop is back on the force."

Galgano knows that it is not going to be easy. He looks you straight in the eye and summarizes the situation in four words: "No morale, only hope."

the state gun law, and a speakers' bureau to carry the message to civic groups, schools, churches, and other organizations.

The campaign is being conducted jointly by the Florida Sheriff's Association and the Governor's Crime Prevention Committee.

## Accused Of Racism, Scotland Yard Seeks Black, Female Cops

Accused of being a "racist" police force, England's Scotland Yard last month initiated a \$50,000 advertising campaign to attract more black and women police officers.

Out of a total force of 21,302 officers, the Yard has only 40 black Bobbies. The first of these joined the department in 1967, yet none has risen above the rank of Constable — the lowest rank in the department.

The Yard took full page advertisements in four of London's major newspapers asking for more nonwhite recruits. Although Asians were also requested, the ad was designed to appeal primarily to the black community, the group which has been most critical of alleged police racism.



## TEAMSTER ORGANIZATION OF COPS GAINS GROUND IN CALIFORNIA

The Teamsters' union has been retained as bargaining agent by San Diego and 11 other California cities, representing 2,300 nonunionized police officers.

While police in most California cities are prohibited from joining a union, they are not prohibited from retaining an organization, for a fee, to represent them. This is the only known instance in the United States of a union contracting to bargain for non-members.

The police maintain that the Teamsters' reputation for strong bargaining strengthens their position at the bargaining table. According to reports, the Teamsters Union has pledged that all 350,000 of its members in California would support a strike by the police it is representing.

Teamster organization of police is now nationwide according to Dotson Bennett, director of the teamsters' Western Conference Public Employee Division who reports that police departments in nearly 20 other states are members of teamster locals. He said that most of them are lo-

cated in small towns and medium sized cities.

The Michigan police departments are the most heavily organized. Two-thirds of that state's police officers in 50 cities and towns hold membership in Teamster Local 214.

In South Dakota, the two largest police

departments, Sioux Falls and Rapid City, have teamster locals.

Other teamster-unionized police departments are scattered through New York, New Jersey, Connecticut, Massachusetts, Pennsylvania, Virginia, Ohio, Idaho, Wisconsin, Minnesota, Oregon, Washington and Nevada.

## LEAA Awards \$751,000 To Black Colleges For Criminal Justice Program Development

A project to develop professional training for criminal justice careers for blacks and other minority members has been announced by the Law Enforcement Assistance Administration.

Nine black colleges and universities will take part in the 18-month pilot project, which will be financed by a \$751,000 grant.

In his announcement, Richard W. Velde, the Director of LEAA, pointed to research showing that major colleges and universities fail to interest minority mem-

bers in criminal justice careers, while smaller institutions do not generally offer the training.

The schools receiving the grants are Talladega College, Talladega, Ala.; Fayetteville State University, Fayetteville, N.C.; Grambling State University, Grambling, La.; Shaw College, Detroit; Texas Southern University, Houston; Shaw University, Raleigh, N.C.; Mississippi Valley State College, Itta Bena, Miss.; Miles College, Birmingham, Ala.; and Bishop College, Dallas.

## D.C. Merchants Plan Drive Against Xmas Shoplifters

With the Christmas shopping season just around the corner, merchants in the Washington, D.C., area are preparing to launch a massive saturation-level anti-shoplifting campaign in an effort to remind residents that "shoplifters do get caught" and that "shoplifting is dumb."

Campaign slogans in stark white against a black background with the frightened eyes of a young woman will confront citizens on billboards. It will be part of half-minute television and movie films, bus advertisements and posters on city waste baskets. Ads in newspapers will provide a week-by-week tally of how many people got caught in the act.

In the one-year period ending this past July, D.C. businessmen reported losses from shoplifting and employee pilferage totaling \$372.6 million. Although this represented a \$27 million (eight per cent) rise over the previous year, store owners are encouraged because of the previous year's 46 per cent increase.

## CRIMINAL INVESTIGATION CONCEPTS TRAINING THE INVESTIGATOR

By RICHARD H. WARD

(This is the second in a series of articles on the concepts and theories of criminal investigation.)

Most investigative training programs in the United States differ little — except perhaps in the number of hours offered — and focus largely upon three areas:

(1) Legal training — which provides a review of pertinent laws, including the laws of search and seizure;

(2) Procedural aspects of criminal investigation — which focus upon the functional nature of the position, including interviewing, surveillance, crime scene preservation and search, and crime patterns;

(3) Organizational policies — which illustrate the use of departmental forms, reports and other matters related to the operation of the investigative division.

While one cannot argue with the inclusion in an investigative curriculum of most subjects listed above, there is a need to review existing curricula, particularly as it relates to the investigative role, and to implement new course material while making better use of educational technology in presenting that material.

Training involves a good deal more than a series of "canned" lectures or the use of unprepared guest speakers whose presentations consist largely of "war stories" with little content. The criminal investigator, viewed as a professional, should be expected to keep abreast of new developments in the field and, in this sense, training should be seen as a continuing process. One survey undertaken by the author indicated that the average investigator has not read more than one book related to the profession and, further, most investigators do not subscribe to any professional journals. Thus, as a minimum, the training program should impress upon the new investigator the need to continually develop professional expertise.

Development of the investigative curriculum should involve consideration of the organizational structure of the investigative division and of the functional role the new investigator will be assigned to. In the larger department, where the investigator is more likely to be specialist, emphasis should be placed on the specialist function. This can be attained by developing a series of modular courses in each of the specialized areas, i.e. robbery, burglary, homicide, etc. When an investigator is reassigned, be or she should be provided with the appropriate modular training. In the smaller department, where the investigator is more likely to be involved in cases of a more general nature, training should emphasize the use of reference material and other resources available to the investigator to better enable him to handle more specific types of

cases.

Consideration should also be given to the type of investigation to be conducted. For example, narcotics investigation relies heavily on the use of informants, undercover operatives and surveillance, and is generally different than conducting an investigation after the crime has occurred, e.g. robbery and burglary. Most training programs do not take these differences into account and, as a result, the preparation for these dissimilar types of investigation is much the same for one as it is for the other. By utilizing a modular concept, it is possible to better train investigators to work in the area to which they are assigned.

There are, of course, general subjects which should be taught to all potential investigators, but here again it is necessary to analyze training needs prior to curriculum development. Most curricula are developed by instructors

who, even if they have investigative experience, have been removed from the field for some time. One way to overcome this problem is to select the best investigators in the department, ask them to assist in developing the curriculum, then put them through the first course and let them critique it. This approach is being used by the New York City Police Department and has reportedly proven more effective than traditional efforts in curriculum design.

Ultimately, the training program should produce investigators who are better established in the basics of criminal investigation, and who will constantly challenge procedures which do not prove effective. The curriculum should be continually updated and this can only be accomplished through research and planning.

## PREPARING THE GRANT PROPOSAL

Continued from Page Six

as it would be by over-budgeting. While it makes sense to keep the costs of a project to a reasonable minimum, one should not fail to provide sufficient funds to carry out the project at the proposed level. Most funding agencies have a general idea of project costs and can accurately judge proposal budgets.

One budget category with which you may not be familiar is indirect costs. Any organization which gets involved in grant or contract activity incurs certain costs simply as a result of its involvement: equipment purchases, increased telephone and electrical bills, paying project personnel and processing their social security, etc. There are many factors which enter into this composite item. If your organization does business with the Government rou-

tinely, an indirect cost rate may already be negotiated. Otherwise, you may have to indicate to the funding agency exactly what your indirect costs are and express them as a percentage of some direct cost basis (usually direct salaries and wages). Some agencies do not allow indirect costs at all, in which case this item will not appear in the budget.

The Budget Narrative is closely related to the budget itself and generally follows immediately after it. In this section, each budget line item must be justified, in terms of both the need for the line item itself, and of the bases for the calculations used to arrive at the figures.

### Appendices

There may be supporting material that you feel should be attached to the proposal, but which would be too

cumbersome or lengthy to be included in the text. These documents are placed in Appendices and are referred to in the body of the proposal. One important Appendix to almost every proposal is an up-to-date vita (or resume) for every key project person. Since one of the major criteria for evaluating proposals is the qualifications of the project personnel, most agencies require these. Make sure that the vitae you include emphasize the strengths of the personnel in terms of the proposed project.

Insert II shows a checklist which you should study before sending the proposal for final typing. The list takes into account not only the elements of a good proposal but also some of the criteria that agencies use in evaluating proposals. Finally, in the spirit of the Bicentennial, Insert III will further indicate the manner in which funding agencies approach proposals.

### Final Note

There are occasions when a potential funding agency does not want a fully developed proposal before any discussion has taken place. Rather, they require an abbreviated, concise project description to judge whether writing a full proposal would be worthwhile. Such brief descriptions are sometimes called "concept papers" and generally follow the elements outlined for proposals except that they are much shorter. Most foundations prefer concept papers, and a number of government agencies ask that concept papers be submitted in place of full proposals. If the funder likes the idea, you will receive notification to develop a full proposal for their consideration.

In the next and final installment of this series: How Grants and Contracts Are Administered.

## CRIMINAL JUSTICE JOB LINES

**Assistant or Associate Professor, Administration of Safety and Security Services.** The position at Jersey City State College involves full-time teaching of the fire safety sequence in the new Bachelor of Science degree program in the Administration of Safety and Security Services. Other responsibilities include program development and review, and counseling of students. Doctorate degree preferred, Masters required, along with education and expertise in fire safety and public administration, and managerial experience in a large fire department. Salary is contingent on experience, and will range from \$11,601 to \$19,037. The position starts January 12, 1976, and interested candidates should submit a formal resume to: The Administration of Safety and Security Services, Jersey City State College, 2039 Kennedy Blvd., Jersey City, NJ 07305.

**Assistant Professor of Security Administration.** Genesee Community College, a unit of the State University of New York, has announced an opening at the assistant professor level for a specialist in security administration. Requirements: M.S. in Criminal Justice or related field, and experience in teaching security or criminal investigation. Duties include curriculum development. Position starts Jan. 26, 1976. Salary range from \$10,500 to \$17,000. Send resume before December 1 to: Dorothy Edgerton, Genesee Community College, Batavia, NY 14020.

**Assistant Professor, Department of Criminal Justice.** Beginning September 1, 1976, there will be an opening for an assistant professor of criminal justice at Columbus College in Georgia. The position will place an emphasis on juvenile control, criminology, general police problems, and administration. Responsibilities include: teaching undergraduate and graduate courses, participating in college community service programs, and administrative duties within the criminal justice program. Ph.D. required, and professional and teaching experience are desirable but not mandatory. Salary and benefits competitive. Send resume and references to: Mr. Joe S. Webb, Dept. of Criminal Justice, Social Science Division, Columbus College, Columbus, GA 31907.

**Associate Professor and Director of Criminal Justice Training Programs.** Lamar University, a state-supported university of 12,000 in Beaumont, Texas, has an opening beginning Jan. 2, 1976 at the associate professor level, involving the following responsibilities: teaching undergraduate and Police Academy courses in criminal justice and related fields; coordinating and directing the efforts of individuals responsible for the Police Academy, the Breathalyzer Training Program, and other criminal justice training programs; and developing other criminal justice programs as the need arises.

A terminal degree in criminal justice, law enforcement or law is preferred, with a minimum of 30 hours beyond the Masters degree in one of the above fields required. A minimum of 10 years of municipal law enforcement experience, including extensive supervisory experience, is also required. Experience in college teaching and police training is desirable.

Salary for the position is competitive, and resumes and transcripts of all graduate work should be sent before December 1 to: Dr. John R. Altomose, Department of Public Affairs, Lamar University Station, P.O. Box 10068, Beaumont, TX 77710.

**Police Captain.** The city of Thornton, Colorado is seeking a police captain to head up the departments' support services, including research and development training, internal affairs, etc. The salary range is \$15,000 to \$23,000 plus fringe benefits. Qualifications: Baccalaureate in Criminal Justice or Behavior Sciences plus 5 years police/law enforcement experience with one year being in supervision. Send resume to: Personnel Director, City of Thornton, 9471 Dorothy Boulevard, Thornton, Colorado.

**Federal Election Commission.** The newly organized Federal Election Commission has three openings for investigators to conduct audits of presidential and congressional cam-

paign committee books and investigate alleged violations of new election campaign laws. Two of the positions are entry level (\$11,000) and require a degree in accounting. The other position (\$16,000) requires two years of investigating experience with either a degree in accounting or auditing experience. Send resumes plus completed Federal Form 171 to: Mr. Michael Hershman, Assistant Chief (Audit and Investigations) Federal Election Commission, 1325 K Street, NW, Washington, D.C. 20463.

**Criminal Justice Planner.** The Capital Region Council of Governments located in Hartford, Connecticut is seeking a planning assistant for their criminal justice component. The position entails report preparation and program evaluation. Baccalaureate in Criminal Justice (statistics course work helpful) plus one year's criminal justice administrative experience preferred. The salary range is \$10,000 to \$12,000. Send resume to: Ms. Ellen Coady, Capital Region Council of Governments, 97 Elm Street, Hartford, Connecticut 06115.

### JOB ANNOUNCEMENTS

If your department, agency or educational institution has any job openings in the criminal justice field, we will announce them free of charge in our Law Enforcement News Job Lines column. This includes individual administrative and teaching openings, civil service testing date periods for police officers, etc. and mid-level announcements for federal agents.

Please send all job notices to: Jon A. Wicklund, Law Enforcement News, 448 West 56th Street, New York, N.Y. 10019.

## NEW POLICE PRODUCTS

Items about new or modified products are based on news releases and/or other information received from the manufacturer or distributor. Nothing contained herein should be understood to imply the endorsement of Law Enforcement News.

**IDENTI-KIT** — The Identi-Kit Model II is a composite identification system containing life like photographic transparencies of facial features. This system is designed so that a strong composite likeness of any subject can be produced by assembling 6-9 transparencies.

Each transparency has a code letter and number for instant transmission to other law enforcement departments. Identi-Kit Model II transparencies are also reproducible on most office duplication machines, according to its manufacturer.

The Identi-Kit Model II weighs five pounds and can be transported anywhere. Training, maintenance and periodic additions are provided free by Smith and Wesson.

Further information is available from: Courtney Owens, Smith & Wesson. 1230 East Warner Avenue, Santa Ana, Col. 92705. (714) 557-4555.

• • •

**GUARD SUPERVISION SYSTEM** — A guard supervision system that automatically monitors and reports delinquencies in guard performance is now available.

The system reports failure of a post guard to check in on schedule, or a tour

guard's hand-held electronic Tourkey. Twenty-four hour tour scheduling is programmed into the Sentry Sergeant. With optional dual 24-hour timers, separate weekday and weekend schedules can be set up.

The guard can request assistance any time by pushing a panic button and sending an emergency signal to the central receiver.

For additional information write to: Sentry Technology, Inc. 222 Mt. Hermon Road, Santa Cruz, California 95066 (408) 438-3311.

• • •

**CRIME PREVENTION FILM** — Shoplifting is the subject of *Slicky Fingers* starring Mike Connors. The film portrays the army of shoplifters who methodically strip stores of their merchandise and profits.

Mike Connors shows how to recognize and deter shoplifters. The 18 minute film relates practical information for



guard to follow a prescribed tour sequence. Ordinary telephone lines are used from a Sentry Sergeant transmitter to the Sentry 9999 Central Receiver. The receiver prints out the location and time of each delinquency.

The tour sequence is programmed into Sentry's active or passive tour stations. The guard then follows the stations with Sen-

in-store training and for use by law enforcement agencies in community relations and crime prevention programs.

It is available in 8mm and 16mm color sound prints.

For further information contact Aptos Film Productions, Inc. 729 Seward St., Los Angeles, Ca. 90038, (213) 462-1241.

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